

Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-12 PM-03 ISO-00 SS-15 NSC-05 ACDE-00 SSO-00

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USCINCEUR

S E C R E T USNATO 6775

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: SPC DRAFT GUIDANCE TO AHG ON EASTERN FREEZE PROPOSAL

REF: STATE 264705

1. SPC ON DECEMBER 4, AT MEETING LASTING ALL AFTERNOON AND WELL INTO THE EVENING, AGREED ON A TEXT TO SEND TO CAPITALS AS DRAFT GUIDANCE TO THE AHG ON THE EASTERN FREEZE PROPOSAL. DELEGATIONS ARE REQUESTING INSTRECUCTIONS FROM CAPITALS ON THIS TEXT FOR SPC MEETING THURSDAY AFTERNOON, DECEMBER 5. NAC WILL THEN CONSIDER THE DRAFT GUIDANCE ON FRIDAY, DECEMBER 6.

2. IN MISSION'S VIEW, THIS DRAFT GUIDANCE COMES VERY CLOSE TO THE POSITION OUTLINED IN REFTEL. THE DRAFT GUIDANCE BEGINS BY NOTING THAT THE ALLIES ARE STUDYING THE EASTERN PROPOSAL. IT THEN ENUMERATES VERY SPECIFIC OBJECTIONS WHICH HAVE EMERGED FROM THE ALLIED STUDY. THE DRAFT GUIDANCE COMES VERY CLOSE TO REJECTING THE EASTERN
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PROPOSAL IN THE PHRASE. "ANY NON-INCREASE COMMITMENT THAT DID NOT CONTAIN THE ESSENTIAL ALLIED ELEMENTS OUTLINED ABOVE WOULD RESULT IN UNACCEPTABLE UNILATERAL ADVANTAGES TO THE WARSAW PACT". THIS GUIDANCE DOES NOT CONSTITUTE A COUNTERPROPOSAL. IT MERELY

STATES THAT IF THE WP RECOGNIZED THE ESSENTIAL ALLIED ELEMENTS, THE ALLIES WOULD BE PREPARED TO MAKE A PROPOSAL OF THEIR OWN ALONG THE LINES OF THESE ESSENTIAL ELEMENTS.

3. THIS GUIDANCE, IF APPROVED BY THE NAC, COULD BE USED BY THE AHG AT THE INFORMAL MEETING ON TUESDAY, DECEMBER 10. IF THE EAST THEN LEAKED ITS "FREEZE" PROPOSAL, THE AHG COULD DRAW ON THIS GUIDANCE FOR USE IN ANSWERING PRESS INQUIRIES.

4. ACTION REQUESTED: GUIDANCE ON THIS TEXT IN TIME FOR SPC MEETING THURSDAY, DECEMBER 5. MISSION RECOMMENDS THAT WASHINGTON ACCEPT IT, AS WE DO NOT BELIEVE THE ALLIES WILL BE WILLING TO MOVE CLOSER TO THE U.S. POSITION THAN THIS TEXT.

5. BEGIN TEXT

RESPONSE TO THE WARSAW PACT'S NON-INCREASE OF FORCES PROPOSAL

ALLIED NEGOTIATORS ARE AUTHORISED TO TELL THE WARSAW PACT REPRESENTATIVES THAT THE ALLIES ARE CAREFULLY STUDYING THEIR PROPOSAL OF A NON-INCREASE DECLARATION APPLYING TO THE NUMERICAL STRENGTHS OF MANPOWER OF THE TWO SIDES IN THE AREA OF REDUCTIONS WHILE NEGOTIATIONS ON A REDUCTIONS AGREEMENT ARE IN PROGRESS. THE FOLLOWING POINTS HAVE EMERGED THUS FAR AS ESSENTIAL FOR THE ALLIES:

- ANY COMMITMENT NOT TO INCREASE MANPOWER IN THE AREA OF REDUCTIONS MUST BE BASED ON A CLEAR UNDERSTANDING AS TO THE TOTAL NUMBER OF FORCE PERSONNEL TO WHICH SUCH A COMMITMENT WOULD APPLY. THE ALLIES HAVE ALREADY PROVIDED DATA ON THE TOTALS OF THEIR GROUND FORCES IN THE AREA OF REDUCTIONS, AND HAVE INVITED THE WARSAW PACT TO A GENERAL EXCHANGE OF DATA. HOWEVER, THE EAST HAS THUS FAR DECLINED THE INVITATION. WITHOUT DATA ON THE PRESENT LEVEL OF GROUND AND AIR FORCE PERSONNEL IN THE AREA, A
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NON-INCREASE COMMITMENT WOULD BE ILLUSORY;

- THE WARSAW PACT PROPOSAL ENVISAGES AN INDIVIDUAL COMMITMENT BY EACH OF THE DIRECT PARTICIPANTS NOT TO INCREASE THE PRESENT LEVEL OF ITS FORCES IN THE AREA OF REDUCTIONS. SUCH A COMMITMENT, IF UNDERTAKEN, WOULD RESULT IN ESTABLISHING CEILINGS FOR THE NATIONAL FORCES OF EACH PARTICIPANT IN THE AREA OF REDUCTIONS. THE ALLIES, ON THE OTHER HAND, REQUIRE COLLECTIVE CEILINGS IN ORDER TO MAINTAIN THEIR LIBERTY TO ARRANGE THEIR FORCES IN ACCORDANCE WITH THEIR NEEDS;

- ANY NON-INCREASE COMMITMENT MUST BE LIMITED IN TIME.
IT MUST BE A STEP TOWARDS REDUCTIONS WHICH, IN THE
ALLIED VIEW, WOULD LEAD TO APPROXIMATE PARITY OF GROUND
FORCES IN THE AREA OF REDUCTIONS IN THE FORM OF A
COMMON CEILING ON GROUND FORCE MANPOWER. OTHERWISE,
THE EXISTING DISPARITY OF FORCES STRONGLY FAVOURING
THE WARSAW PACT WOULD REMAIN.

ANY NON-INCREASE COMMITMENT THAT DID NOT CONTAIN THE ESSENTIAL
ALLIED ELEMENTS OUTLINED ABOVE WOULD RESULT IN UNACCEPTABLE
UNILATERAL ADVANTAGES TO THE WP. IF THE WP WERE, HOWEVER,
WILLING TO RECOGNIZE THESE ELEMENTS, THE ALLIES WOULD BE
PREPARED TO MAKE A PROPOSAL OF THEIR OWN ALONG THESE LINES
WHICH WOULD BE DISCUSSED IN PARALLEL WITH THE ON-GOING
NEGOTIATIONS ON A FIRST PHASE REDUCTIONS AGREEMENT COVERING
US AND SOVIET FORCES IN THE AREA OF REDUCTIONS.

(FOR INFORMATION OF AD HOC GROUP ONLY: THIS GUIDANCE HAS
BEEN DRAWN UP IN SUCH A WAY THAT, IN THE EVENT OF THE WARSAW
PACT'S NO-INCREASE PROPOSAL BEING LEAKED, ALLIED NEGOTIATORS
MAY DRAW ON IT IN ANSWERING PRESS ENQUIRIES.)

END TEXT
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